



EMD

Washington Military Department
Emergency Management Division



Senior Public Officials Workshop *for* Washington State Legislature





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Unit 1:

Workshop Overview





Workshop Objective

To Enable You to Better Understand:

- How the State Assists Jurisdictions in Emergency Notification, Preparedness, Response and Recovery
- Your Role as a Leader in Emergency Management
- Your Roles & Responsibilities as a Public Official in Emergency Management before, during response, and after an incident
- Essential Elements of a Continuity of Operations and Continuity of Government
- Your Role as Executives within National Incident Management System (NIMS)





The Impact of Emergencies

- The Numbers Can Be Staggering...
- Local Damage to Public Infrastructure
 - \$250 million in the Nisqually Earthquake
 - \$130 million of individual losses
 - \$135 million in the floods of early 1996
 - \$104 million in winter storms and floods of 1996-1997
- Economic Devastation and Loss of Life Impact:
 - Billions from September 11th attacks
 - 2004 Hurricanes – \$41.5 Billion
 - 2005 Hurricanes – \$200+ Billion
 - 155,000 estimated fatalities from the 2004 Tsunamis





Economic Impact of Disasters

- History tells us that the economic impact of disasters can cripple communities, and the path to financial recovery and a return to economic stability tends to be long and arduous processes
- Some of the (deleterious) economic effects may include:
 - Immediate disaster response costs
 - Reconstruction and redevelopment costs
 - Lost jobs and disruption of personal income
 - Lost businesses and disruption of business income
 - Reduced tax base and tax revenue





Financing the Cost of Disasters

- Revenue Enhancements
 - Loans and bonds
 - Increases in taxes
 - User, franchise, and service fees
 - Sale and disposition of jurisdiction-owned assets





Workshop Structure

**Unit 1:
Workshop
Overview**

**Unit 2:
State Assistance to
Jurisdictions**

**Unit 3:
Public Policy in
Emergency Management**

**Unit 4:
COOP & COG**

**Unit 5:
Public Officials Role in National
Incident Management System
(NIMS)**

**Unit 6:
Workshop
Summary**





Where We've Been

- Survey Results
 - 29 DEM or Coordinators Replied
 - Curriculum wanted: Public Policy, NIMS/ICS
 - Schedule Limitations
- Two Pilot Presentations in December '06
 - Mason County
 - Cowlitz County
- Finalized Curriculum/Workbook
 - Workshop <4 hours
 - State Assistance to Local Jurisdictions
 - Public Policy in Emergency Management
 - Local Emergency Management
 - Public Officials Role in NIMS





What We've Done

- **Counties:**

- Contacted – 39
- Completed – 21
- Total Trained – 295 Officials
- Declined/UASI – 8
- Scheduled – 7
- Tentative – 3

- **Upcoming Schedule:**

- Legislative Briefing – June 6
- Pend Oreille, Stevens, Ferry County – June 7
- Clallam County – June 14
- Skamania & Klickitat County – June 27
- Snohomish County – June 28





Where We're Going

- Legislators/State Agencies
 - Scheduling Mid May/June
 - Including Continuity of Operations/Government Curriculum
- UASI Elected Officials Course
 - Affects UASI Participants: King, Pierce, Snohomish, and City of Seattle
- Large, Incorporated Cities in UASI Counties and Spokane





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Unit 2:

State Assistance to Jurisdictions



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State Assistance Emergency Notification

- Location: Bldg 20, Camp Murray



- Provides 24/7 Alert & Warning through Emergency Alert System
- Provides 24/7 State Emergency Operations Officers
- Enhanced Communications System





State Assistance Preparedness

- Reviews Jurisdiction's Comprehensive Emergency Management Plan (CEMP) IAW WAC 118
- Provides Training & Exercises
- Provides Public Education
- Provides CSG/DOE Program
- Provides Logistics Program





State Assistance Preparedness

- Provides Tsunami & Earthquake Program
- Provides State Emergency Response Committee/Hazmat Program
- Provides Hazard Mitigation Grant Program (HMGP)
- Provides Homeland Security Assistance and Coordination for Grants





State Assistance Response

- Provides Coordination of Federal, State, and Local assistance to State Agencies, Local Jurisdictions and Tribes
- Coordinates mutual aid with Regional, State, and Federal agencies to provide resources, if necessary
Maintains State Comprehensive Emergency Management Plan (CEMP)
- Provides Search & Rescue Program
- Provides E-911 Program
- Maintains State Emergency Operations Center
- Coordinates with State Agency Liaisons





State Assistance Recovery

Provides disaster recovery assistance through:

- Public Assistance Program
- Individual Assistance (Human Services) Program
- Hazard Mitigation Grant Program
- Provides assistance for Federal and State Grants
- Through Governor's Office, request Presidential Disaster Declaration





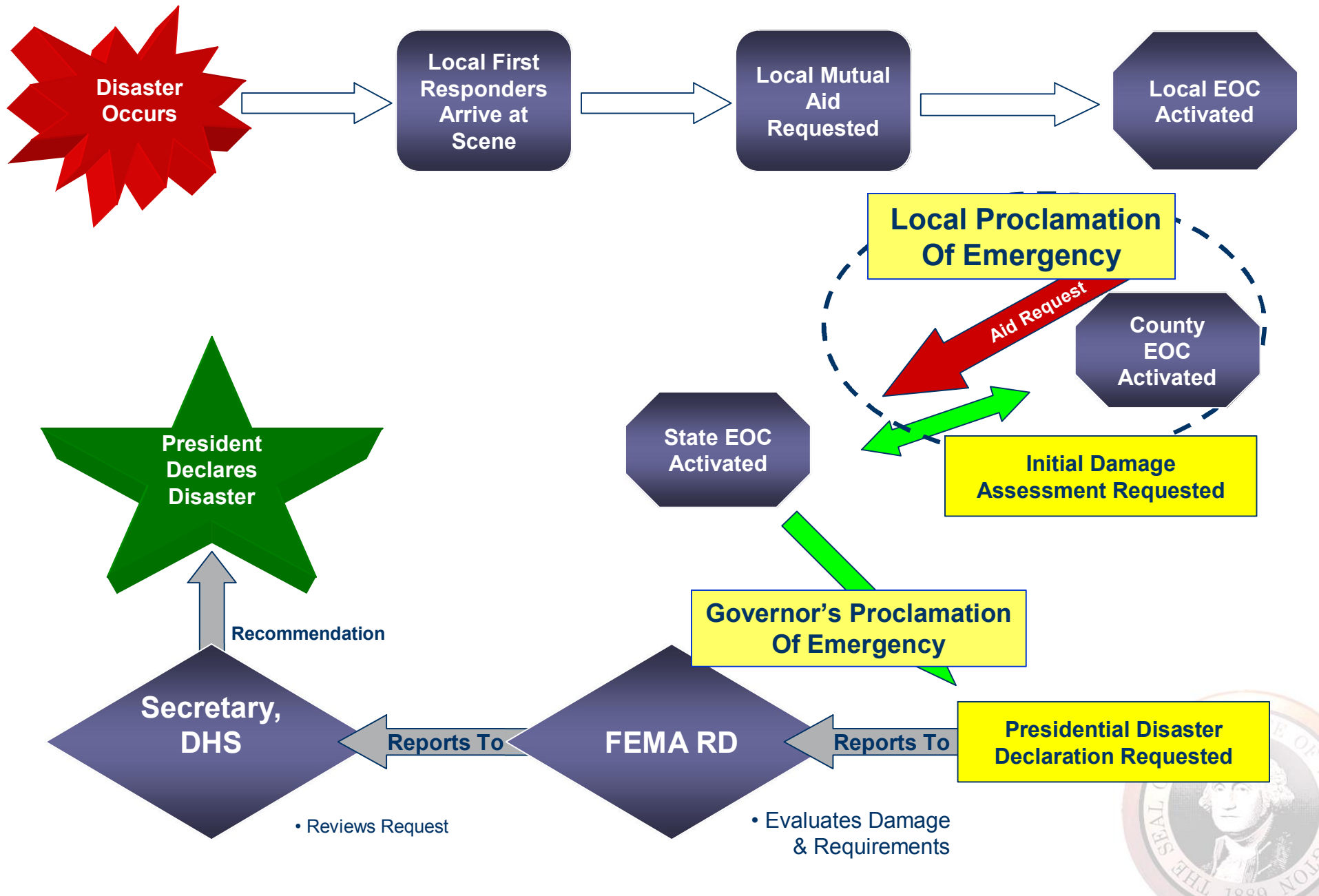
State Assistance Recovery

Local Proclamation of Emergency:

- Purpose
 - Clearly identify community impacts
 - Provides financial flexibility
 - Provides for extraordinary local powers
 - Provides for extraordinary contracting practices to support the incident



Obtaining a Presidential Disaster Declaration





State Assistance State Agencies

- RCW 38.52 – “directs all levels of government agencies to cooperate with requests for assistance directed toward public services, equipment, facilities, and supplies.”
- Execute mandated law to support citizens of Washington State
- Maintain and internal Comprehensive Emergency Management Plan (CEMP) that supports RCW, Mission, and Continuity of Government
- Perform a Primary or Supporting Role in an Emergency Support Function (ESF) IAW State CEMP and RCW





State Assistance Legislature

- Duties & Responsibilities:
 - Meeting the needs of the citizens:
 - Preparedness
 - Recovery
 - Government & Community
 - Fund programs that support citizen and community preparedness
 - Provide support for programs and activities required for recovery and restoration following emergencies and disasters
 - Review/Update Laws for Emergency Management
 - Situational Awareness
 - Build constituent relations
 - Communicate with the public





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Questions?





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Unit 3:

Public Policy in Emergency Management





The Bottom Line

- Elected and Public Officials “**set the tone**” and direction in the community for prevention, mitigation, preparedness, response, and recovery activities
- Your Leadership **before, during, and after** an incident *will* make a difference!
- Pre-incident relationships are **key!**





Roles and Responsibilities

Before an Incident:

- Clearly define *your* expectations and goals for emergency management & community preparedness
- Understand risks and response capabilities
- Know the plan – and make sure everyone else knows the plan





Roles and Responsibilities

Before an Incident:

- Ensure the plan is current and tested (exercised) then updated
- Support efforts to address plan gaps or deficiencies
- Maintain up-to-date lists to ensure continuity of government
- Review emergency ordinances to ensure they are adequate





Roles and Responsibilities

Before an Incident:

- Facilitate the creation of a community based mitigation process to implement a hazard mitigation plan
- Advocate for routine government activities which also promote everyday mitigation activities
- Develop the organizational capacity to design and carry out plan
- Create and maintain a community awareness program that promotes family preparedness





Roles and Responsibilities

During Response to an Incident

- Consider the need for an emergency proclamation
- Know incident objectives
- Be knowledgeable about overall response
- Provide visible leadership
- Review key messages
- Communicate to the public the nature of event, status of community response, and what individuals should do





Roles and Responsibilities

During Response to an Incident

- Make timely & appropriate Policy Decisions (initiate recovery planning at beginning of response)
- Obtain briefings before meeting with the media
- Brief other elected officials
- Maintain a written log of all actions you take – employing a scribe to log for you
- Know what you can and cannot influence
- Trust Your Staff





Roles and Responsibilities

After an Incident:

- Continue to provide visible leadership
 - Guide determination of priorities
 - Opportunity to incorporate private sector partners
 - Consumer protection
- Meet with impacted constituents
- Implement your Recovery Plan
- Participate in 'after action' reviews/critiques
- Support identified corrective actions





Roles and Responsibilities

After an Incident:

- Promote the timely completion of **Initial Damage Assessments** by individuals and businesses
- Facilitate the creation of a Recovery Task Force to plan and guide local recovery issues
- Secure funds to see community through recovery
- Ensure the organization and staffing of recovery
 - Encourage volunteerism as necessary





Legal Issues for Public Officials

- Legal Issues Exist
- Numerous RCWs cover liability issues
- Consult your County/City Attorney or State Attorney General for *guidance*





Roles and Responsibilities Summary

BEFORE

Legislative/Council

Funding
Priority Setting
Accountability
Authorities
Setting Emergency Powers

Executive/Mayor/City Manager

Support Administration of
Emergency Management
Programs

DURING

Legislative/Council

Constituent Relations
Situational Awareness
Review of Proclamation
Community Presence

Executive/Mayor/City Manager

Public Information
Proclamation
Prioritization of Resources
Mutual Aid
EOC Presence
Decision-making

AFTER

Legislative/Council

Allocation of \$\$
Reconstruction Costs
Codes/Compliance
Revision
Constituent Relations

Executive/Mayor/City Manager

Coordination of Recovery
Interaction with State &
Federal



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Unit 4:

Continuity of Operations (COOP) & Continuity of Government (COG)





COOP / COG Objectives

- Ensure performance of agency's essential functions
- Reduce loss of life by minimizing damage & losses
- Ensure successful succession to office
- Reduce or mitigate disruptions to operations
- Ensure agencies have alternate facilities
- Protect essential facilities, equipment, vital records
- Achieve a timely and orderly recovery and reconstitution





COOP/COG

Elements of Successful Plans

- During a disaster, successful Continuity of Operations hinges upon a robust set of pre-established mechanisms geared towards sustaining essential functions
- It is helpful to think of these mechanisms as an insurance plan (contingency plans) for the disruption of:
 - Personnel
 - Delegations of authority
 - Personnel issues
 - Staff flexibility
 - Infrastructure / Services
 - Alternate facilities
 - Interoperable communications
 - ID and Safeguard of vital records

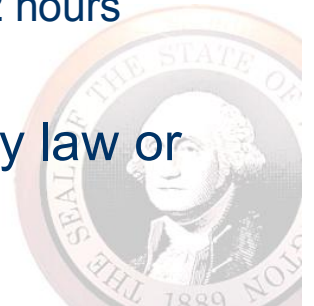




COOP

Identifying Essential Functions

- So what is an essential function?
- Federal Preparedness Circular 65 (FPC-65) defines essential functions as those functions that enable an organization to:
 - Provide vital services
 - Exercise civil authority
 - Maintain the safety of the general public
 - Sustain the industrial or economic base during an emergency
- When identifying essential functions, consider:
 - Functions that must be continued in all circumstances
 - Those functions that cannot suffer an interruption for more than 12 hours
- Note that some essential functions may be established by law or Presidential Directive





COOP

Delegations of Authority

- Delegations of Authority are formal documents that specify:
 - The activities that those who are authorized to act on behalf of the agency head or other key officials may perform
 - The legal authority for officials – including those below the agency head – to make key policy decisions during a COOP situation
- Delegations of authority are required to ensure:
 - Continued operations of agencies and their essential functions
 - Rapid response to any emergency situation requiring COOP plan implementation





COOP

Personnel Issues

- Executives and their staff are responsible for making critical decisions and performing indispensable activities...
- ... Yet during disasters, there is no guarantee that these people will be available / physically capable of carrying out their responsibilities
- To this end, your organization should plan for two related personnel contingencies:
 - Orders of succession
 - Flexibility of functions





COOP

Staff Flexibility

- It is not enough to merely identify auxiliary personnel to fill potential executive voids
 - Agencies should ensure that all designated personnel are adequately trained and cross-trained to enable the performance of all essential functions
- Some other personnel issues to consider:
 - High Absenteeism / shortages of personnel
 - Volunteer involvement (should raise credentialing issues)
 - Staff tiring – need for rotations
 - What are the effects of long, stressful working conditions on staff? How can these be mitigated?
 - Critical Incident Stress Management





COOP

Alternate Facilities

- During emergencies, an organization's primary operating facility may be unavailable / compromised
 - Under these circumstances, essential functions need to be relocated
- Your COOP plan should address this possibility:
 - All agencies should identify a location, other than the normal facility, that can be used to carry out essential functions in a COOP situation
 - Go one step further... organizations should also identify business continuity - or devolution sites - in case the alternate facility is made inoperable
 - Alternate facility selection should be based on an analysis of a combination of factors
 - Prioritizing the factors based on the organization's requirements is the first step in locating a suitable alternate facility





COOP

Interoperable Communications

- Alternate communications provide the capability to perform essential functions, in conjunction with other agencies, until normal operations can be resumed
- Interoperable communications must:
 - Support the execution of the organization's essential functions
 - Ensure the capability to communicate internally and externally
 - Permit access to data, systems, and services
- Interoperable communications must also be:
 - Redundant
 - Available within 12 hours of activation, or less, depending on the mission and requirements of the organization
 - Sustainable for up to 30 days





COOP

ID and Safeguard of Vital Records

- Every agency has documents, files, and other materials that are "vital" to the agency and its operations
- These records may include, but are not necessarily limited to:
 - Emergency operating records (i.e., plans and directives, delegations of authority, or staffing assignments, and orders of succession)
 - Legal and financial records (i.e., personnel records, payroll records, insurance records, and contact records)
- Your organization should have the means to guarantee the preservation of these records, and the ability to access them during emergencies





Continuity of Government (COG)

- What is necessary to preserve our country's democratic processes?
 - Rule of law
 - Due process rights
 - Fair court proceedings
 - Public, democratic forums
 - Transparent administration
- Maintaining the institutions of government that ensure these principles (and the leadership of these institutions) is the role of Continuity of Government





COG

Orders of Succession

- An order of succession is critical in the event that the agency leadership is unavailable, debilitated, or incapable of performing their legally authorized duties, roles, and responsibilities
- Orders of succession
 - Provide for the orderly and predefined process of succession for senior officials during an emergency in the event that any individuals are unavailable to execute their duties
 - Are not merely a COOP function
 - They should be developed to support day-to-day operations
 - Should be at least three deep





COG

Use of Emergency Powers

- Local emergency powers -- which are typically dictated by state statute or local ordinance -- differ from jurisdiction to jurisdiction...
- What is within your authority during a declared emergency?
 - Cancellation of events
 - Imposing travel restrictions
 - Public transportation and airport
 - Closure of businesses and public establishments / areas
 - Closure of schools and universities
 - Imposing curfews
 - Ordering evacuations
- Some considerations:
 - Who makes the decision and under what circumstances?
 - What factors determine the protective action(s) to be implemented?
 - How are the protective actions implemented?
 - What special resources are needed?





COG

Citizen Care

- Community-wide (or specific) evacuation orders may be deemed vital to protect the well-being of your citizens. As we have learned from Katrina, announcing an evacuation order may not be enough...
- Immediate evacuation concerns:
 - Communication of message
 - Enforcement
 - Provision of transportation (and fuel shortages)
 - Special populations
- Shelter / evacuation-site considerations
 - Are shelters identified?
 - Are all facilities qualified? (i.e., backup power, showers, etc.)
 - Are shelters physically-disabled capable?
 - What special resources are needed?
 - Staffing and security





COG

Implications of Decisions

- May need to prioritize and make decisions about who gets help first
 - Prioritization of response resources may be necessary
 - Maintaining the safety of responders may mean that some people cannot receive help
- Issue of “tragic choice” – a conflict of two or more “rights”:
 - Making a decision of which all choices are strongly compelling... Either ethically/morally, politically, or otherwise
 - The result has clearly identifiable impacts on winners and losers
- Technical vs. Representational emergency management
 - Positive example – Seattle’s mayor canceling Millennium celebration, which generated citizen complaints, but after 9/11 was viewed as a wise decision
- Each decision has budget implications for different mechanisms





COOP / COG Responsibility

- In an emergency, the highest level of an organization's management is ultimately responsible for the continuation of essential services
 - State Level – Administrative head of a state department / agency
 - Local Level – Chief elected official of a local jurisdiction
- Executives (or a designated appointee) may have one or more of the following COOP/COG planning responsibilities:
 - Appoint a department or jurisdiction coordinator
 - Develop a Multi-Year Strategy and Plan
 - Develop, approve, and maintain agency plans for all components of the department or jurisdiction
 - Coordinate planning initiatives with policies, plans, and activities
 - Ensure that staff are trained for their responsibilities, and participate in periodic exercises
 - Notify appropriate outside parties (e.g., governor) when plans are activated





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Unit 5:

Public Officials Role in National Incident Management System (NIMS)





Homeland Security Presidential Directives (HSPDs)

HSPD-5

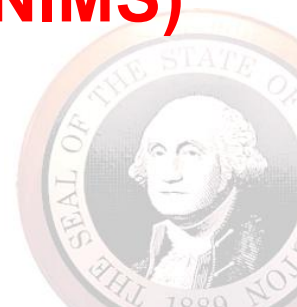
- Management of Domestic Incidents

HSPD-8

- National Preparedness

Mandates

- **National Incident Management System (NIMS)**
- **National Response Plan (NRP)**





NIMS & Institutionalizing ICS

- Governmental officials must:
 - Adopt NIMS through executive order, proclamation, or legislation as the jurisdiction's official incident response system.
 - Direct that incident managers and response organizations in their jurisdictions train, exercise, and use the ICS.
 - Integrate ICS into functional and system-wide emergency operations policies, plans, and procedures.
 - Conduct ICS training for responders, supervisors, and command-level officers.
 - Conduct coordinating ICS-oriented exercises that involve responders from multiple disciplines and jurisdictions.





NIMS & Institutionalizing ICS

- Governmental officials must:
 - Check Plans, Policies, and Laws
 - Establish Resource Management Systems
 - Establish Communications and Information Systems
 - Establish Training, Credentialing, and Exercise System
 - Provide Leadership



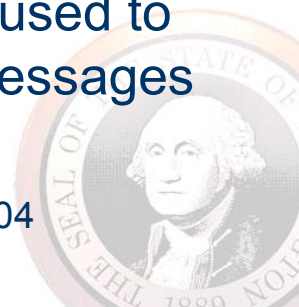


Speaking with One Voice



- Public Information Must Be Coordinated and Integrated:
 - Across Jurisdictions and Across Functional Agencies
 - Among Federal, State, Local and Tribal Partners
 - With Private-Sector and Nongovernmental organizations
 - Integrate message with On-scene PIOs
 - A Joint Information System is used to help ensure coordination of messages

National Incident Management System. March 1, 2004





Speaking with One Voice

- Joint Information System (JIS)
 - Information Management Tool
 - A mechanism with protocols, procedures
 - Includes all public information operations related to incident
 - Functions
 - Coordinates as each participating organization contributes to joint public information management
 - Develops and delivers messages
 - Supports decision-makers
 - Features flexibility, modularity and adaptability

National Incident Management System. March 1, 2004





Speaking with One Voice

- Joint Information Center (JIC)
 - A single physical location which should be able to accommodate multiple field operations
 - Includes representatives from each organization involved in the incident management
 - Must have procedures and protocols to communicate and coordinate with other JICs and with appropriate components of the ICS organization

National Incident Management System. March 1, 2004





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Unit 6:

Workshop Summary





Workshop Summary

We have reviewed:

- State Assistance to Local Jurisdictions
- Your Authorities in Emergency Management
- Your Role before, during response, and after an incident
- Essential elements of COOP & COG
- Public Officials Role within the National Incident Management (NIMS) System





Lessons Learned

- Hurricane Katrina Reports,
- 911 Commission and other 911 Reports
- Other Event and Exercise After-Action Reports
- These reports illustrate
 - Interagency planning, training and exercising must occur
 - Interoperable communications remains an important need
 - Support for the entire preparedness lifecycle is necessary
 - Citizen awareness and involvement is critical
 - A focus on the impacts of catastrophic events is necessary





Conclusion

- Charge you to:
 - Continue to include Emergency Management in Professional Development...
 - Instill the principles learned today...
 - Read Disaster Assistance Guidebook...

